

Message Text

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FM SECSTATE WASHDC

TO AMEMBASSY LONDON PRIORITY

INFO AMEMBASSY MOSCOW

AMEMBASSY PARIS

AMEMBASSY OSLO

AMEMBASSY BRUSSELS

AMEMBASSY TOKYO

AMEMBASSY PRETORIA

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AMEMBASSY SANTIAGO

AMEMBASSY WARSAW

AMCONSUL CAPE TOWN

C O N F I D E N T I A L STATE 045259

CAPE TOWN FOR EMB

E.O. 11652: GDS

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TAGS: XV, TGEN, UK

SUBJECT: ANTARCTIC TREATY; MARCH PREPARATORY MEETING;
ANTARCTIC MARINE LIVING RESOURCES

REFS: A. LONDON 2769 B. STATE 32063 C. LONDON 2689
D. LONDON 2425 E. LONDON 3439 (NOTAL)

1. DEPARTMENT APPRECIATES REPORT (REF C) OF DISCUSSIONS WITH HEAP ON UK PAPER ON MARINE LIVING RESOURCES. REVISIONS INCLUDED IN PARAS 3 AND 5 OF UK PAPER REPRESENT DEFINITE IMPROVEMENT. THEY STRENGTHEN POINT THAT THERE SHOULD BE LINKAGE BETWEEN THE TWO STEPS REQUIRED IN DEVELOPMENT OF EFFECTIVE CONSERVATION MEASURES FOR THE SOUTHERN OCEAN: FIRST, DEVELOPMENT OF A BODY OF SCIENTIFIC INFORMATION AND SECOND, ESTABLISHMENT OF THE CONSERVATION MEASURES THEMSELVES.

2. OUR SUGGESTED REVISIONS TO HEAP PAPER (REF B) ARE DESIGNED TO STRIKE BALANCE BETWEEN (A) NEED TO GENERATE AND MAINTAIN MOMENTUM IN CONSIDERATION OF LIVING RESOURCES AND (B) NEED TO AVOID GOING TOO FAR TOO FAST. THIS BALANCE IS IMPORTANT ELEMENT IN PRELIMINARY US APPROACH TO CONSIDERATION OF LIVING RESOURCE ISSUE AT MARCH MEETING.

OUR APPROACH SEEMS TO PARALLEL THAT EXPRESSED BY HEAP HIMSELF WHEN HE NOTED PROBLEM OF "FRIGHTENING OFF" CERTAIN TREATY PARTIES. WE SHARE THIS CONCERN, BUT AT SAME TIME WISH TO AVOID LIMITING CONSIDERATION OF ISSUES TO EXTENT THAT TASK OF DEVELOPING EFFECTIVE CONSERVATION MEASURES COULD BE UNNECESSARILY DELAYED OR DEFERRED.

3. AT THE PARIS SPECIAL PREPARATORY MEETING LAST SUMMER, THE UK CIRCULATED INFORMALLY A DRAFT OUTLINE OF CONVENTION ON LIVING RESOURCES OF THE SOUTHERN OCEAN BASED ON THE CONVENTION ON CONSERVATION OF ANTARCTIC SEALS. UK CONFIDENTIAL

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DRAFT OUTLINE ILLUSTRATED ONE POSSIBLE APPROACH TO ESTABLISHING LINKAGE BETWEEN DEVELOPMENT OF A BODY OF SCIENTIFIC INFORMATION AND DEVELOPMENT OF EFFECTIVE MEASURES. WITH REGARD TO POSSIBLE "INITIATIVE" AT MARCH MEETING (PARA 5, REF B), WE WONDER WHETHER HEAP STILL CONSIDERS ORIGINAL UK DRAFT OUTLINE SUITABLE AS POSSIBLE BASIS OF DISCUSSION. IN OUR VIEW, THE DRAFT OUTLINE COULD FORM A USEFUL STARTING POINT FOR DISCUSSIONS.

4. OUR GENERAL REACTION TO A POSSIBLE "INITIATIVE" BY THE US DERIVES FROM OUR VIEW OF THE NEED FOR A BALANCED APPROACH REFERRED TO IN PARAGRAPH 2 ABOVE, AND FROM FACT THAT US HAS NOT YET DETERMINED ITS POLICY ON MANY OF THE ISSUES LIKELY TO BE RAISED IN DEVELOPMENT OF EFFECTIVE CONSERVATION MEASURES FOR THE SOUTHERN OCEAN. WE THUS SEE MARCH MEETING AS OPPORTUNITY TO DISCUSS ISSUES ON EXPLORATORY, NO-COMMITMENT BASIS. WE DO NOT BELIEVE, THEREFORE, THAT TABLING FULL DRAFT CONVEN-

TION OR DECLARATION OF INTENT BY US IS CONSISTENT WITH OUR APPROACH TO MARCH MEETING. IF, HOWEVER, UK BELIEVES THAT ITS DRAFT OUTLINE WOULD NOT BE USEFUL FRAMEWORK FOR DISCUSSIONS, WE WOULD BE PREPARED TO CONSIDER CIRCULATING INFORMALLY AN OUTLINE OF THE QUESTIONS WHICH IN OUR VIEW WOULD HAVE TO BE ANSWERED OR ADDRESSED IN DEVELOPING EFFECTIVE MEASURES FOR CONSERVATION OF ANTARCTIC MARINE LIVING RESOURCES. FYI: UK TABLED SIMILAR PAPER ON MINERAL RESOURCE QUESTIONS AT 1976 PARIS SPECIAL PREPARATORY MEETING. THOUGH WE WISH TO AVOID LINKAGE BETWEEN LIVING AND NON-LIVING RESOURCES ISSUES AT THIS TIME, SIMILAR PROCEDURE OF DEFINING PROBLEMS TO BE SOLVED MIGHT BE USEFUL AT THIS STAGE OF OUR DISCUSSION ON LIVING RESOURCE ISSUES. END FYI.

5. EMBASSY SHOULD THEREFORE REITERATE TO HEAP OUR APPRECIATION OF HIS EFFORTS ON THE DRAFT UK PAPER AND
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CONVEY OUR THOUGHTS ABOUT POSSIBLE "US INITIATIVE,"

DRAWING UPON PARAGRAPHS 3 AND 4 ABOVE. YOU SHOULD INDICATE THAT WE CONTINUE TO VIEW ORIGINAL UK DRAFT OUTLINE AS APPROPRIATE BASIS FOR DISCUSSIONS. HOWEVER, IF UK DOES NOT FEEL THAT USE OF DRAFT OUTLINE IN MARCH

MEETING WOULD BE APPROPRIATE, US COULD ENVISAGE CIRCULATING AN OUTLINE OF QUESTIONS WHICH WOULD HAVE TO BE ANSWERED IN DEVELOPING EFFECTIVE CONSERVATION MEASURES FOR THE SOUTHERN OCEAN AT APPROPRIATE POINT DURING MARCH MEETING. WE WOULD, OF COURSE, CONSULT WITH HEAP BEFORE DOING SO.

6. QUESTION OF POPPER'S ATTENDANCE AS AN OBSERVER WILL BE SUBJECT OF SEPTTEL.

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